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ABSTRACT

On February 3, 1988, the Citizens Commission set forth the Ohio Challenge: Education 2000, an overall plan to move Ohio's public education system into the 21st century. This report reviews the findings of the Ohio Education 2000 Commission and numerous national studies. The members have attempted to define for the citizens of Ohio the specific steps that need to be taken to reach the goal. Specific topics discussed include accountability, college preparation, testing, deregulation, teachers, disadvantaged children, pregnant teens, school finance, vocational education, business/school collaborations, higher education, precollegiate education, and school organization. (SI)

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A Game Plan for National Championship *for* Ohio's Public Schools

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A Report to Governor Richard F. Celeste by the Ohio Education 2000 Commission

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Introduction

In the United States of 1988, every day is Pearl Harbor Day. On December 7, 1941 a stealthy enemy inflicted about 3,500 casualties on young Americans. That tragedy was classified as "a day that will live in infamy" and our nation was galvanized into action. For the next four years, everyone gave of their time, their energy, their resources and even their lives to bring the enemy to unconditional surrender.

But today, we suffer 4,000 casualties every day and the casualties are children. Every day of the school year, about four thousand children quit school before finishing high school. They are truly casualties—often "dropping out" into lives of poverty, despair and crime. The enemy this time is ignorance and it is fueled by poverty, poor health, malnutrition and indifference.

And in the midst of this national tragedy, Ohio is only average. If we are to enter the 21st century with a state and a nation that can offer its young people a future of peace, prosperity and democracy, we must overcome our indifference. We must take whatever steps are necessary to ensure that all young Ohioans have an opportunity and understand an obligation to develop their talents and to be equipped to find productive employment and to be informed and participating citizens.

We know what children need in order to have the best chance of success in life. We know it from our own experiences and from our common sense. Our knowledge is confirmed by study after study conducted by national organizations in recent years.

To have the best chance for success, every child needs:

- To be born at full term and full weight of a mother who has had proper prenatal health care and nutrition and who is drug and alcohol free;
- To be nourished and nurtured during infancy and to receive the kind of mental stimulation, teaching and encouragement during early childhood needed to prepare for a formal education;
- To enter a school which is clean, safe and orderly and which provides a proper learning environment;
- To enter a classroom which is led by a competent, caring, committed and creative teacher; and
- To receive at least twelve years of formal schooling which will include a thorough grounding in the basics of math and literacy skills and which will provide the cultural and ethical training which prepares the child for employment, citizenship, self-fulfillment and further learning.

Some of our children have all these needs filled, most of our children have some of these needs filled and some of our children have none of these needs filled.

If Ohio is to achieve its goal of national leadership, we must understand why we fail to meet so many of these needs for so many of our children. We must accept our responsibilities as parents, as teachers, as citizens and as business leaders to develop the programs and the plans to fill these gaps. Only when most of our children have most of these needs met will we achieve our goal.

If we reach that goal, Ohio will be the most attractive place in the nation for existing businesses to grow and for new businesses to start. If we fail, our economy will become stagnant and our society will deteriorate.

This report reviews the findings of the Ohio Education 2000 Commission and numerous national studies. In the course of its work, the Commission has looked at the work done to date in Ohio and in many other states. The members have attempted to define for the citizens of Ohio the specific steps which need to be taken to reach our goal.

In short, we must ensure that as many of our children as possible receive good parenting despite the pressures and changes facing families. We must encourage parents to be more involved in education decisions affecting their children. We must ensure that all our school districts are adequately funded and are held responsible to provide the right kind of physical environment for learning and the right kind of curriculum. We must ensure that teaching is a valued and honored profession and that teachers have the freedom to be creative. We must give principals and other administrators the authority to do their jobs and hold superintendents and school boards accountable for the performance of the schools in their districts. We must ensure that the programs for preparing young people for employment are relevant to the kind of jobs that will be available in their lifetimes.

Parents must accept the obligation to prepare their

children and to support and participate in the work of the schools to the maximum degree possible. Children must be taught to accept their own obligation to work hard, to be self-disciplined and to strive to be their very best. Taxpayers must accept the obligation to invest adequately and equitably in the proper development of all our youth. We manage our schools through more than 600 individual school districts, but failure in any of those districts ultimately brings failure to us all. As we age, all of us are dependent on all the children—not just those from our own school district.

This is a challenge we can meet but it will take the involvement and the commitment of all of us. Nothing we can do is more clearly in our self interest.

What We Must Do

We must hold schools accountable for what students learn and how well they are equipped to learn more.

We must free our schools from unnecessary regulation so that teachers are free to be innovative and creative.

We must encourage competition among schools by giving parents and students a choice of more than one public school.

We must expect our schools to teach good work habits and the principles of democracy as well as academic skills.

We must challenge all students—including our most gifted—to the limit of their ability

We must make the teaching profession attractive enough to appeal to some of our brightest and best young people.

We must attract and keep more talented minorities in the teaching profession.

We must provide our schools with a source of funding which is reliable, predictable and keeps pace with general cost increases.

We must ensure that every school district in the state is adequately funded to provide an appropriate curriculum for the 21st century.

We must ensure that all our school buildings throughout the state are adequate, clean and safe.

We must ensure that all students reaching the age for entry into first grade have been properly prepared to take advantage of the educational experience.

We must dramatically reduce school failure, teen-age pregnancy and substance abuse among our youth.

We must assure taxpayers that monies now being provided for education are being put to the best use.

What We Can Expect

Within five years, we should expect to see:

A sharp and continuing decline in the number of failures in the early grades;

A sharp decrease in the number of school district financial emergencies and in the number of new school tax levy proposals;

A reduction in the loss of teachers from the profession as freedom from regulation makes the job more creative and challenging;

An increased interest in schools as parents begin to evaluate more carefully so that they can choose wisely; and

A reduction in the need for remedial attention to disadvantaged students and a resulting increase in attention to average and gifted students.

Within ten years, we should expect to see:

Savings in the cost of public education as the need for remedial courses reduced;

Higher test scores on ninth and twelfth grade proficiency tests;

Lower dropout rates throughout the system;

Sharply reduced rates of teen-age pregnancy;

More high school graduates going on to college and university and fewer graduates requiring remedial courses for freshman work.

Within twenty years, we should expect to see:

A faster rate of economic growth, a lower crime rate, and a reduced cost for public education, welfare services and prisons.

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Background, Focus & Goals

The Citizens Commission to set forth the Ohio Challenge: Education 2000 was announced by Governor Celeste in his 1988 "State of the State" message and was formally created by Executive Order on February 3, 1988.

The Commission is composed of appointees from the Ohio House and Senate, the teaching profession, the Board of Regents, the State Board of Education, the business community, and the public. The challenge for the Commission was to develop an overall plan to move Ohio's public education system from one which is seen by the public as, and which is statistically indicated to be, about average among the fifty states to a system for the 21st century which would be among the very best in the nation - and the world.

The specific goals established by the Governor included the development of recommendations which would:

- Establish high and specific goals for education in Ohio;
- Specify ways in which Ohio can establish a firm foundation in the educational basics for every student;
- Provide initiatives for attracting and retaining quality teachers;
- Define steps which Ohio can take to ensure that students are better prepared for the world they will face after school, and
- Specify the funding requirements to meet those challenges by the year 2000.

The initial deadline called for the submission of the Commission's findings no later than July 31, 1988. As members of the Commission began a thoughtful inquiry into the various subject areas related to the Governor's charge, it became clear that the complexity of the issues would demand more comprehensive coverage. Thus, the Commission asked to extend the deadline for the submission of its final report. At the request of the chair, the Governor agreed to expect the Commission findings by December 1, 1988.

The Commission recognized at its first meeting that it would be essential to capitalize on the extensive work which had already been done by the State Board of Education, the work in progress by existing committees of the Ohio House of Representatives and Ohio Senate, and the work of other state and national organizations which have studied public education and developed the basic concepts required for excellence.

There are, after all, more than 600 separate public

school districts in the State of Ohio which provide education to almost two million students (fifth in the nation) in more than 3,700 schools. Expenditures for primary and secondary education in the State of Ohio reached nearly seven billion dollars in 1987-88. A thorough investigation and analysis of every school and every expenditure would take years.

Excellence in Ohio public education, both general and vocational, has not been ignored up to now. The State Board of Education, the Ohio Department of Education and the legislature have been moving aggressively toward this objective for years. They have capitalized on the excellent work already done by the National Commission on Education, The Committee for Economic Development (which spent five years and more than a million dollars in research supported by a national committee of business leaders and professional educators to develop a plan), the National Governors' Association, the Education Commission of the States, the National Alliance of Business, the Carnegie Forum on Education and the Economy and others.

As a result of this work, the State Board of Education has developed and put in place:

- Minimum Standards for Ohio Elementary and Secondary Schools supported by a prescribed procedure for evaluation of schools in 1983;
- A statement of desired goals and outcomes for Ohio Schools in 1987;
- A comprehensive description of the statewide testing program required to assure student competency designed to implement the requirements of Substitute House Bill 231;
- A task force to implement the new and higher standards for entry into the teaching profession which was required by new legislation;
- A statewide program ("GRADS") to assist adolescent pregnant girls and young parents who are in school;
- A statewide program to improve educational outcomes for mentally and physically handicapped children;
- A statewide program to improve educational outcomes for students from economically disadvantaged homes;
- A vocational education program which is generally regarded as one of the best in the nation;
- A Teen Sexuality and Pregnancy Prevention Grants Program to support local programs that encourage postponement of teenage sexual activity and prevent teenage pregnancy; and
- An increased emphasis on the gifted and talented, including the Governor's Summer Institutes for gifted and talented and the requirement that schools screen all students for giftedness in order to determine unmet needs.

Because of the excellent work already done, the Commission agreed at its first meeting that it would be possible to achieve its mission if it built on the work already accomplished and focused on the additional changes needed to boost Ohio's educational achievements from "average" among the states to "excellence" among the states. The Commission recognizes that the national average will be improving at the same time Ohio is trying to improve its rank versus that average.

Before embarking on the development of a program for improvement, the Commission set out to understand for itself and to inform the public of the present status of Ohio's Public Education for elementary and secondary education.

Financing

By almost any measure, Ohio spending on public education is typical of U.S. spending.

- Ohio's average expenditure per pupil (estimated 1987-88) is slightly below the national average (92.8%) at $3,660 vs. a national average of approximately $3,940.
- The range of spending within Ohio's districts is even greater than the range within the 50 states. While estimated average state spending per pupil ranges from $2,272 per pupil to $6,424 per pupil (excluding Alaska which is a unique case), spending per pupil within the various Ohio districts ranges from a low of near $2,500 per pupil to over $10,000 per pupil (excluding the very small island districts which also are unique).
- Teacher salaries in Ohio (1987-88) average $27,606 slightly below the national average of $28,044.

The source of funds in Ohio is also fairly typical of the U.S.: Ohio schools are funded 49% by the state, 46% by local, and 5% by the federal government (vs. 50%, 43%, and 7% nationally). However, Ohio schools virtually receive no state support for school construction or cost of renovations of existing facilities.

Ohio is not only typical in its average spending per pupil and in teachers' salaries, but Ohio is also a microcosm of the United States in terms of the range between lowest and highest spending districts.

Ohio has substantially increased its spending on public education in recent years. From 1978 to 1987, per pupil expenditures increased from $1,458 to $3,405. Much of this increase, however, was for inflation; the constant dollar increase grew from $1,458 to $1,955—a 34% increase over nine years.

Local funding for public schools is limited by law to property tax receipts (with a very few "grandfathered" exceptions). Thus, school districts with a relatively low property valuation will provide lower financial support for the schools even though they may have normal millage rates.

Under present law, the effective property tax rates are automatically reduced if there is an inflation in property values. Thus, local school districts must pass levies for increased millage just to keep pace with inflation. This phenomenon creates the impression with taxpayers that they are being asked to pay more for schools even when they are only being asked to keep pace with inflation.

This situation obviously makes it difficult for some districts just to maintain the status quo, and makes it very difficult to get increased funding for education improvements. One obvious question for the Commission to address was whether it should recommend changes in this legal structure to permit millages to remain constant when property values increase and whether some tax base which is more equitable among districts than property taxes should be permitted under Ohio law.

The disparity in property tax base is compensated to some degree by the state "basic aid" formula—a formula which insures that each school district shall meet an established minimum funding provided it has a property tax rate of at least 20 mills. The minimum established for 1988 was $2,280 and for 1989 is $2,360. "Basic Aid" provides each district the difference between the revenue from a 20 mill assessment and this minimum figure. The minimum figure is adjusted to provide slightly higher minimums in districts in the "high cost" areas of the state. In the fiscal 1988 appropriations, this basic aid accounted for about 54% of all state aid to local schools.

The remaining state support for elementary and secondary public education is appropriated in 49 separate line items in the budget with most of the funds designed as incentives for the local districts to provide certain programs. Some examples are:

- Vocational Education: 5 separate line items totaling over $270 million.
- A "rollback/homestead" reimbursement to local tax authorities, including schools: The state budget subsidizes a portion of the local property tax relief to taxpayers (10% for businesses and 12.5% for individuals). This costs the state over $320 million for schools alone.
- Disadvantaged Pupil Impact Aid: Districts with high concentrations of children on ADC are paid an additional amount of general aid per ADC child, depending on the degree of concentration. The range (per ADC child) is from $480 to as much as $1,025 in districts with 20% or more ADC children. Total for this line item is $227 million. An additional $40 million is provided for specific programs for disadvantaged children.
- Special Education (for the handicapped): Special education programs for the mentally and physically handicapped are allocated in six line items for a total of nearly $440 million.
- Transportation: The state provides funds for nearly half of all transportation expenses and for capital spending for school buses. This aid amounts to $160 million.
- The other 36 line items (which include all programs for teacher training and career development, the Summer Honor Student Institute, the gifted pupil program, Early Childhood programs, the technology center, and adolescent pregnancy program) receive a total of about $195 million, or about 5% of the total.

Despite the increasing recognition that early intervention (conception through age four) is the most effective and efficient way to improve the educational outcome for children from severely economically disadvantaged backgrounds, the State provides only $250 thousand for a few pilot programs and Ohio law has historically prohibited the use of local education funds for this purpose. (Twenty-five of the fifty states now provide state funded programs for early childhood programs, with four states providing such programs for all such children.)

Recent Legislation

In response to the national studies which make it clear that excellence in education must be based on more comprehensive measurements of what students learn rather than on what subjects are included in the curriculum, the legislature has required that all students in Ohio public schools be tested at regular intervals.

By April 30, 1990, every school district is required to administer state approved tests (designed to measure both scholastic ability and achievement in reading, language arts and mathematics) in the fourth, sixth and one additional (the State Board has designated eighth) grade. Testing of fourth grade students is to begin by October 30, 1989.

By December 31, 1990, every school district is required to test every ninth grade and twelfth grade student to measure proficiency in reading, writing, mathematics, and citizenship (using a specific test developed by the State Department of Education). Students who do not satisfactorily meet the ninth grade level of proficiency are required to repeat the ninth grade test in the tenth, eleventh and twelfth grades. Students who fail the ninth grade test will not receive a diploma.

These testing programs will permit superintendents, teachers, parents and students to evaluate the performance of individual schools more thoroughly and will help to demonstrate which kinds of school programs are most effective. By measuring student learning, the State expects to be able to reduce the degree of regulation from the state level. Successful schools will be free to be more innovative.

The legislature has also required that beginning in the 1993-94 school year, students completing the twelfth grade will be awarded one of three classes of diploma: Basic Competency, Distinction, or Commendation. Students who do not earn a Basic Competency Diploma (complete the twelfth grade but do not pass the ninth grade level proficiency test) will be awarded a Certificate of Attendance instead of a diploma.

In addition, the State Board of Education has required that prospective teachers pass a state designed test in basic academic competency prior to receiving a certificate to teach in Ohio.

Disadvantaged Children

As mentioned earlier, a substantial amount of state aid is provided to meet the special needs of economically disadvantaged children. Disadvantaged Pupil Impact Aid varies in relation to the ADC (Aid to Families with Dependent Children) percentage. This program adds $480 per ADC pupil to the basic aid for the school district with 10-16% of their pupils on ADC but over $1,025 per ADC pupil for the highest impacted district which is Cleveland.

Furthermore, much of the special appropriation for vocational education is in fact directed at these students. This is supported by local efforts in the school districts and by a variety of extensive public/private partnerships at the local level. These include such things as job guarantees, tuition guarantees, "Adopt-a-School" programs, mentoring programs, etc.

Beyond these school programs, there are a wide variety of programs funded within the social services budget and managed by county, state and federal social agencies.

Despite all this effort and spending, the results are discouraging. Dropout rates in the urban districts with a concentration of these students are frequently in the 40-50% range. Teen-age pregnancy rates are high. Unemployment among economically disadvantaged youth is at unacceptable levels.

Relationship With Other Ohio Studies

The Commission recognizes and respects the intensive study now in progress by the Senate's Gillmor Commission on School Funding and Expenditures and the House Select Committee to Study Education. The Commission sought to make our work supplemental to, and not a replacement of, their efforts.

Focus

Implementation of the Commission's recommendations will determine for Ohio citizens in the 21st century:

- The quality of life;
- The success or failure of the State economy to develop jobs and opportunities for its citizens;
- The economic viability of Ohio vs. other states and other nations;
- The productivity of its citizens; and
- The survival of the values and the kind of society which Americans hold dear.

To complete its work in a timely fashion and to avoid "reinventing the wheel," the Commission limited itself to addressing the following issues.

1. Given the pivotal role of teachers, what measures does Ohio need to adopt in teacher education, teacher certification requirements, lifetime teacher skill development programs, teacher compensation and career opportunities which will ensure that we attract and retain the highest possible quality of personnel in the teaching profession?

2. With the legislation requiring regular and comprehensive student testing in place, the Commission will develop a plan that attempts to ensure that once these accountability measures have been implemented, the State will decrease its regulation of the individual schools and will permit more competition among public schools to attract students. We realize that accountability without competition and deregulation loses most of its effect.

3. Research clearly shows that it is absolutely impossible for Ohio to rise to the top of our country's education rankings unless we dramatically improve the outcomes of public education for our economically disadvantaged children. Our present programs are not coming close to accomplishing that goal. What changes need to be made and what new programs need to be implemented to achieve broad success?

4. How do we improve our results in the transition from high school to the colleges and universities? What needs to happen at the elementary and secondary level to ensure that a graduate of an Ohio high school will be able to do freshman work successfully at an Ohio college or university without remedial courses?

5. What new programs are required to ensure that the most gifted of Ohio's students are challenged to the fullest and given the educational opportunities that will make them competitive with the best in the world?

6. How do we ensure that vocational education in Ohio is truly designed to prepare young people for the kinds of careers that will exist in the 21st century? "High tech" employers are already telling us that good work habits, initiative, literacy, and math and problem solving skills are the "vocational" skills for the good jobs of the present and the future. How does this fit with our system of vocational education?

7. How can we optimize the public/private partnership? Both the business community and the public have a tremendous stake in the outcome of public education and many are willing and ready to support the system with voluntary efforts. How do we use this pool of talent and resources to save taxpayer money and increase the effectiveness of the programs?

8. How do we bring the teaching of ethics and basic American democratic values back into the schoolroom without infringing on the separation of church and state?

9. How should our program for superiority be funded? Should present levels of funding be reallocated to emphasize prevention instead of cure? Should present levels of funding be modified so that they reward excellence instead of compensating for failure? Should local districts be given more flexibility in the kind of tax revenues they can seek for public schools? Are additional funds required? If so, how much and how should they be raised?

10. What form of school organization will be necessary in the year 2000 to promote economic efficiencies and academic excellence?

The Commission believes that Ohio can become the nation's leader in the quality of its public schools. We also believe that the cost of achieving that goal is affordable, though not without some sacrifice. We believe that we owe it to our children to make that sacrifice now so that we can invest in a more peaceful and more prosperous society for them. Every generation of Americans has made sacrifices on behalf of the generations to follow. This generation can do nothing wiser than to make its sacrifice on behalf of the finest possible education for all our children.

Accountablity, Excellence & College Preparation

Students and Schools

At the very heart of Ohio's public education system is the issue of how well we educate the typical student. How do we improve the odds that every student will want and be able to complete at least the twelve years of public school and having done so, will be fully prepared for citizenship, rewarding employment and/or further education in college or university? Once we have provided all children who need it with adequate preschool preparation, we should expect of both the students and the teachers that school be challenging, demanding and rewarding.

Three principles for excellence have emerged from almost every study of public education in the United States during the last five years.

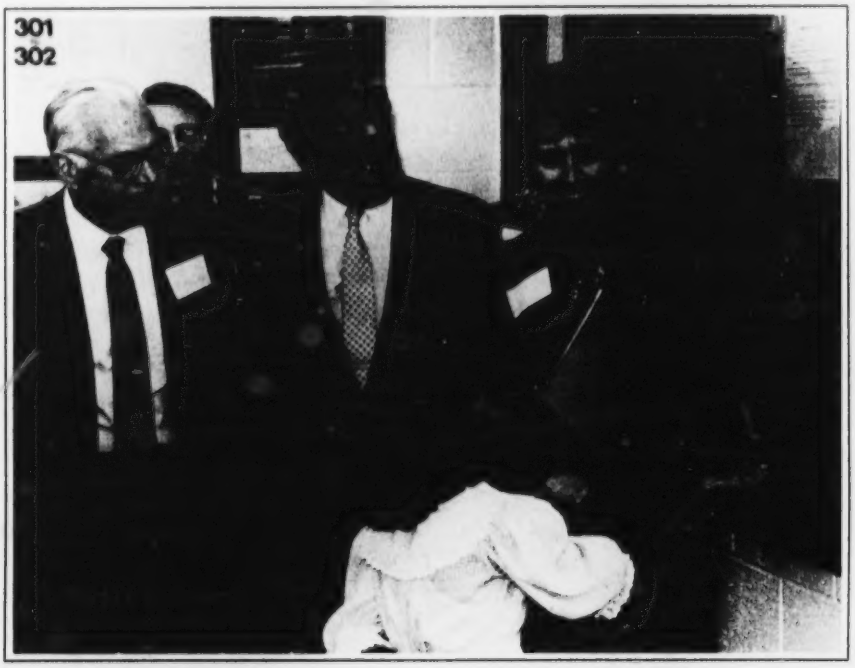
- Set high expectations for all students.
- Hold schools and students accountable for what students learn and how well they are equipped to learn more.
- Give schools and teachers as much freedom from regulation as possible so that they can be innovative and creative. Focus the supervision of schools on what they accomplish rather than what they do.
- Make every school compete with at least one other school for its students. Where practical, give students and parents even greater choice in the selection of the school to attend. Decades of experience with "magnet" schools and recent experience with "open enrollment" have demonstrated that this does not create a mass movement of students—but competition does make people more motivated and more productive.

Accountability

An important step in improving the outcomes of public education in the United States is greater accountability—for schools, for teachers and for students. Without a reliable measure of the learning which young people acquire during their schooling, we are forced to rely on regulating the programs rather than judging the accomplishments.

The problem with "accountability" is that there is no general agreement on how to measure the outcome of schooling and how to measure teaching effectiveness. How do we determine what is a superior school or a superior teacher?

Clearly, a school which takes severely disadvantaged children into the first grade and has them performing at average levels by sixth grade is doing a



better job than a school which is reaching the same sixth grade achievement levels with students who enter first grade with excellent early preparation. In fact, the former school may be doing a better job than one which takes advantaged children and produces above average test scores by sixth grade.

The same kind of questions plague the measurement of teacher competency. We can test for academic knowledge and we can measure such things as length of classroom experience, but how do we measure the ability of a teacher to get children to learn? We need to offer superior rewards for superior teachers, but how do we determine who they are on a fair and equitable basis?

Testing: A Measure of Schools and Students

Ohio has begun to address these questions of school accountability with the recently enacted House Bill 231. This legislation is the result of extensive hearings and compromise. It requires that all public school students in grades 4 and 6 and in one other grade (the State Board of Education has designated the 8th grade) will take reading, language arts and mathematics tests that measure skills appropriate for their respective grade. Their ability to do school work will also be measured. The legislation further requires high school students to take proficiency tests in reading, writing, mathematics and citizenship.

The Ohio General Assembly made several critical decisions in enacting these testing mandates. First, the legislators decided that tests in the early grades should be measurements of achievement vs. aptitude rather than straight achievement tests. Second, they decided against a single statewide standard test, in favor of a State Board of Education-approved list of several tests from which each district may select. Third, the lawmakers decided that students who complete twelve years of schooling should be given a certificate of attendance rather than a diploma if they fail to pass a ninth grade proficiency test in the basic subjects.

The Commission heard testimony from representatives of the Ohio Council for Academic Excellence, a voluntary coalition of over sixty school districts who have used a single standard "achievement vs. aptitude" test with all their students for five years or more. These districts have collected an extensive data base of student scores and are convinced that the results of these tests have enabled them to improve their teaching methods. By measuring individual student aptitude (or more accurately, "readiness") as well as achievement, they are able to compare the results of various teaching methods among schools with quite different student bodies.

Deregulation

Public schools may be the most regulated enterprise in the United States. Schools are regulated by the federal government, a state board of education, legislative mandates, local boards of education, county boards of education and other local and state authorities who control non-educational aspects of the schools.

Regulation of schools, like all regulation, tends to tell people what they must do rather than what they must accomplish. There are detailed prescriptions about the number of days, the number of hours, the number of children per class, the text books to be used, etc. Each of these regulations was introduced to meet a perceived need at the time, but collectively they stifle creativity and effectiveness of the individual teacher, administrator and school.

We cannot eliminate all regulation of the schools, but if we have adequate measures of results in terms of student learning, we can give teachers much more freedom to teach in the way they believe is best. We will not only get teachers who are more excited about their work, we will have teachers who invent new and better ways to teach!

Competition

There is nothing radical in the concept of requiring some competition among schools. Many cities had "magnet" schools (although they weren't often called that) over fifty years ago. Any student in Cincinnati could choose between the neighborhood high school and Walnut Hills High School. In Baltimore, there was a similar choice at the junior high school level and each student had three high schools from which to choose—a neighborhood high school, a high school specializing in technical studies and a high school specializing in liberal arts.

In recent years, the state of Minnesota has instituted a policy which permits any public school student in the state to attend any Minnesota public school. In many Southern states the school districts have been enlarged by consolidation and "open enrollment" has been of-

fered within these enlarged districts. Cincinnati has continued to expand the number of "alternative" schools within its system and now carries the concept all the way down to elementary school.

When people have a choice, they become more interested in the quality of whatever product or service they are buying. When people are forced to compete, they perform better.

Much concern has been expressed that any form of "open enrollment" will lead to mass movement of students to suburban school districts or will lead to recruiting of students for athletic rather than academic ability and will increase segregation. The fact is that these things have not historically happened and are easy to control. The Commission does not propose a total "open enrollment" system, at least not without a great deal of further careful study, but it does propose that every student have some choice.

Summary and Recommendations

Now that the legislature has mandated and the State Board of Education is implementing a system of accountability for student learning, we must turn our attention to the ways in which we can best use these measures and other measures of school "outcomes" to make our schools more accountable, more flexible, more result-oriented and more effective.

To capitalize on the previous work on accountability, we are making the following recommendations.

1.1 Because the testing program is mandated by the state, we believe the state should bear the cost of this testing and that school districts should be directly reimbursed for the testing program.

1.2 Results of the mandated testing should be used to provide the public regularly with solid information in a standardized format on the achievements of individual schools and school districts. In addition, school districts should report regularly on other statistical measurements of school success such as the dropout rate, the percent of students achieving ninth grade and twelfth grade skill levels, the percent of students going on to further education and the percent of students requiring remedial work in the freshman year of college.

1.3 As the measurement of student achievement becomes available, the State Board of Education should design a plan, including changes in legislation where necessary, to "deregulate" the schools which are achieving good results, freeing up the individual schools to adopt more innovative teaching methods. At the same time, schools which consistently fail to achieve acceptable student learning goals should receive special help and supervision.

1.4 The General Assembly should empower the State Department of Education to take over the operation of any district which has repeatedly failed, despite help and supervision, to educate students to a specified minimum level established by the State Board of Education

To encourage competition among schools, we make these recommendations.

1.5 Students in high school who are capable of doing work at the college level in any subject should have the right to take such courses at any State college or university for dual credit. State funds, on a pro-rated basis, should follow the student and be used to offset all or part of the tuition requirement.

1.6 Every school district should provide at least one academic "magnet" school at the elementary, middle and high school level. Districts too small to provide such a school should form partnerships with neighboring districts for this purpose.

1.7 Conceptually, the Commission endorses the idea of total "open enrollment", in which any public school student would be allowed to attend any public school so long as the move would not strain the capacity limits of the receiving school and would not increase segregation. (Minnesota is gaining experience now with this kind of policy.) Because of the complexities involved in such a policy, we do not endorse immediate implementation, but we believe the State Board of Education should be required to develop a plan for moving as far as practical in that direction. This plan, including challenge grants for the development of programs by local school districts, should be submitted to the General Assembly by December 31, 1989.

To enhance the cooperation between state colleges and universities and the public schools and to ensure that every student has the best possible chance to prepare for and to succeed in college, we recommend the following action.

2.1 The Ohio Board of Regents should continue to encourage all institutions of higher education in the state to expand programs that increase access for all

students to higher education, including programs of interaction between colleges and students in the "middle schools"—grades 7, 8 and 9—to ensure that these students understand the opportunities and the requirements.

2.2 The Ohio Board of Regents should establish clear definitions of the educational achievements required for success in college and should communicate those requirements to schools and students. This should include the development of a "college readiness" Board of Regents test which high school juniors and seniors could take on a voluntary basis.

2.3 Summer courses designed to prepare youngsters for college entrance should be available to all high school students who need this extra help to meet the requirements of college work at the freshman level.

2.4 The State Department of Education and the Ohio Board of Regents should work with the business community and with foundations to encourage more public/private partnership efforts in preparing young people for college. These partnerships should include mentoring programs, tutoring, incentive programs and the use of corporate facilities and equipment.

In addition to other recommendations in the report designed to ensure both adequacy and excellence in our schools, we further recommend:

2.5 All children be guaranteed a mastery of basic reading and writing at the end of the second grade. Assessment of the child's performance should not be one test, but rather a checklist of competencies. Parents should be encouraged to understand and help teach these competencies. A child who does not perform successfully against the checklist or who is clearly not performing up to his/her potential should be guaranteed an appropriate intervention program such as summer school, tutoring, or transfer to a different school. The guarantee should be a positive intervention—not a way of holding children back. The state should conduct a competition among the school districts for development of pilot programs and should fund the best proposals as demonstration projects.

2.6 In addition to summer programs for disadvantaged children, we should ensure that challenging summer programs are available to gifted and advanced students who are anxious to further improve their skills.

No youngster can be considered well-educated unless he or she has a genuine understanding of ethics and democracy as well as academic skills. We are, after all, preparing these young people to govern themselves and to perpetuate and continue to develop a free, peaceful and prosperous democracy. To that end, we recommend that:

2.7 Every school district be required to establish a program to ensure that the ethical principles required for a successful democracy and the basic philosophy of democratic government are made a part of the daily teaching in its schools. The booklet, "Education for Democracy," which was prepared jointly by the American Federation of Teachers, the Educational Excellence Network and Freedom House contains many examples of the kinds of things which can and should be taught without violating the requirements for separation of church and state. The guidelines laid out in the State Board of Education's 1988 Character Education Report could also be used.

Teachers and the Teaching Profession

To appreciate fully the scope of the issues now facing the teaching profession in Ohio, one need only look at the state of teaching across the country. In the same way that Ohio is about average in its expenditures for public instruction, teacher salaries and student/teacher ratios, the problems facing the teaching profession in Ohio are typical of the national problems.

It is clear that over the next ten years the teaching occupation will radically change, if for no other reason than demographic imperatives. As a result of both attrition and an older workforce, the majority of the teachers who will be on the job by 1992 have not yet entered the work force. Nationally, well over one million new teachers will enter the profession between now and then.

These factors require Ohio and the rest of the country to focus on teacher selection and recruitment, certification, evaluation and the professionalization of teaching.

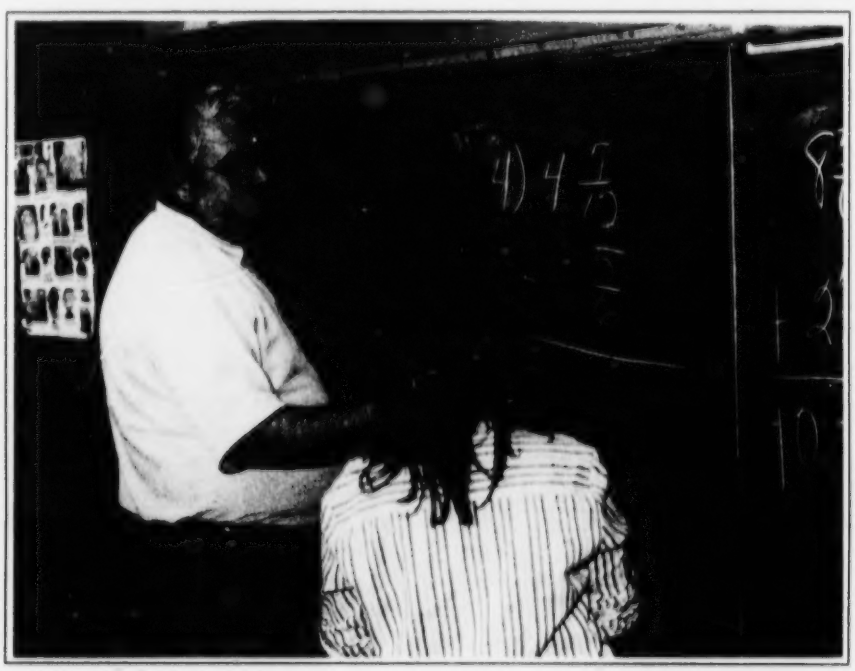
The Teacher Shortage

Presently, just under 100,000 teachers serve approximately two million children in Ohio's public school classrooms. Approximately 37% of those teachers are in elementary schools; 31% in secondary schools; 10% in special education classrooms; and others in a variety of support roles. Two-thirds of all teachers are female.

Nationally, the teacher force is dwindling as older teachers retire and an increasing number of younger teachers leave for other occupations. Shortages of teachers qualified to teach mathematics and science has been a problem since 1982. Factors contributing to present and projected teacher shortages are:

- Increasing student enrollment along with increasing teacher retirements;
- Career choices for women and racial minorities which were not previously available and which offer higher pay and more advancement opportunity; and
- Poor working conditions and lack of professional rewards from teaching.

The implications of a national teaching shortage on Ohio may be profound. Although there is some debate about the numbers of certified teachers now poised to enter the workforce in Ohio, there is no question that increased competition for teachers nationally will force states to recruit teachers nationally. In this competitive atmosphere, many qualified young teachers are likely to leave the state in search of higher salaries, better working conditions and increased benefits



Teacher Selection and Recruitment

Given the forthcoming demand for new teachers, school systems have already begun to examine their existing recruitment and selection procedures, realizing that schools must continue to operate and that they want the best workforce possible. Unfortunately, certain barriers appear to be broadly prevalent in the selection process. Some of these are:

- Local, less qualified but more persistent candidates succeed in getting jobs while more qualified candidates from outside the school district or region are rejected.
- State and local policies, such as non-portable retirement plans and salary ceilings, often limit a district's ability to attract new talent from outside the district.
- The application process is often impersonal and non-professional.

The recruitment of minority teachers is becoming more difficult at the same time that more and more students represent racial minorities. In its 1986 report, *A Nation Prepared*, the Carnegie Forum on Education and the Economy projects that by 1990 only 5% of all school teachers will be black. In Cleveland, as a result of a rapidly growing Hispanic student population, the school district has to recruit teachers from Puerto Rico in order better to serve this culturally distinctive, bilingual group.

As teacher recruitment has become more necessary, alternative routes to certification have emerged. In Ohio, those who have a college degree and decide to become teachers must present their experience and education to a local state college or university and devise an approved plan to obtain certification. At The Ohio State University, only about 50 people a year become teachers in this way. Most of these people are 27 to 33 years old, have developed a program plan with OSU, reviewed it with the Ohio Department of Education and subsequently become certified.

Teacher Evaluation

As parents come to believe that certain schools are not serving their children as professionally and effectively as possible, the demand for the performance evaluations of existing teachers increases. There is a broad consensus around the state and the country that teacher evaluation, career development, and compensation should be linked. In its report, *Investing in Our Children*, the Committee for Economic Development recommended that:

"...school districts experiment with alternative pay systems which would provide both annual bonus awards for a small percentage of outstanding teachers and incentives that link pay to performance on a group basis; and

...the performance base for determining both bonuses and group merit pay include a wide range of measures extending, for example, from student performance relative to ability to involvement in professional activities. Teachers should participate in the selection of the criteria that govern the performance base."

In Ohio, peer review models to evaluate teacher performance are currently being used in Toledo, Columbus and Cincinnati. Toledo, in fact, is a national leader in developing a peer review model. Toledo's Intern-Intervention Program, a co-operative union/management program uses experienced, excellent teachers to train and evaluate beginning teachers. These teachers also provide special help for experienced colleagues with critically weak skills.

The Ohio Education Association (OEA) has recently introduced legislation on evaluation and career development. The stated goal of the OEA Excellence Bill is to have the best possible teachers in every classroom. Under their proposal, local school system administrators would collaborate with teachers in developing a unique set of criteria through which every teacher could grow professionally and be awarded additional pay for demonstrating specific skills or levels of competency. Under this model, a teacher could be rewarded not only for acquiring more training and experience, but also for demonstrated levels of achievement important to that particular school district.

Any attempt to measure teacher performance must include both subjective and objective instruments. Research by RAND shows that purely "subjective" measures tend to be deemed unfair and ultimately unacceptable by teacher unions, especially when performed solely by administrators. On the other hand, using only "objective" instruments exacerbates the tendency to think of teaching as a rote exercise.

The Professionalizing of Teaching

Discussions about "professions" usually focus on either medicine or law, although there are clearly other groups in the society which are considered professional. Many professions are governed, policed and maintained primarily by the professionals themselves: doctors license new doctors, dentists license new dentists, and so on. It is also normally true that such professionals determine the academic skills and internship experiences necessary for entry into their profession. However, there are also some obvious differences: clients and patients are able to select their own doctors and lawyers and replace them with another whenever they cease to be satisfied with their performance.

We see signs of a society ready to treat teaching as a profession. Two years ago, the National Board for Professional Teaching Standards came into being, with a commitment to establish professional certification standards for teachers. Both the Ohio Federation of Teachers and the Ohio Education Association support the National Board. A number of states have established their own state boards for professional teaching standards. Teachers' organizations have begun to demand more time for teachers to perform such duties as planning curriculum, training and assisting new teachers.

The OEA and the State Board of Education have proposed that the state provide funds so that all districts can implement an entry year program for all new teachers. This program was based on a model developed in Toledo, with leadership from the Toledo Federation of Teachers. State funding has not yet been appropriated.

The concept of a career ladder has become increasingly popular in the last four years. As of 1986, at least 18 states had enacted or were developing career ladder plans to reward teachers both for outstanding work and for assuming additional responsibilities. The various "rungs" of the ladder give teachers the opportunity to take on greater responsibility, improve their skills and subsequently reap the rewards of promotion and higher pay.

Although initially such ladders were to be comprehensive and all-inclusive, in recent years they have become voluntary and more exclusive, as school systems search for ways to fund them and as teachers become skeptical about the evaluation process which ultimately leads to promotion up the ladder. The Toledo schools have just completed the first year of a two-year voluntary career ladder pilot program.

Rochester, New York has introduced the most ambitious plan. As part of a total school reorganization package, the labor contract with teachers establishes school-based planning committees, a longer school day and a longer school year for teachers. Over the lifetime of the three-year agreement, the existing salary scale is eliminated, with most teachers receiving an across-the-board $4,500 first year raise, an 11% next year increase, and a third year engagement into the four-level career ladder. The levels of that ladder are: intern, resident, professional and lead teacher. Lead teachers will spend approximately half their time in the classroom and the other half supporting administrative and consulting activities throughout the district.

Summary and Recommendations

Because teachers are the key to excellence in education for every student in Ohio—gifted, handicapped, disadvantaged or typical—we believe the State must exert every effort to ensure that we can attract, motivate and retain excellent people in the profession. We further believe that we must make more progress in increasing the numbers of minorities in the teaching profession.

We commend the State Board of Education for its recently implemented program which requires that all prospective teachers score satisfactorily on a standardized test of basic academic skills prior to certification.

We further recommend that:

3.1 The State establish an "alternative certification" method, based on the New Jersey model, that would ensure that capable people who want to change from another career into a teaching career can do so with a minimum of interruption to their earning power.

3.2 The State offer a full tuition program for qualified minorities who want to enter the teaching profession in return for a minimum five year commitment to the classroom.

3.3 The State establish an Ohio Academy for Professional Teachers. Admission to this Academy should be by competitive examination and the total enrollment should be limited to several hundred freshmen per year. The academic program should be very challenging. Full living and tuition expenses of the students

should be paid by the State in return for a commitment by the graduates to teach in any assigned school for a minimum of five years.

3.4 Teacher "Career Ladder" programs and other programs affecting the work rules and salary structure for teachers be regarded as properly the responsibility of individual districts and individual bargaining. Nevertheless, the State Department of Education should establish a procedure for monitoring and reporting on such programs in order to encourage the expansion of those that work best. State grants should be available to stimulate development and testing of new and existing programs.

3.5 A committee made up of representatives from the State Board of Education, the teaching profession, school superintendents and representatives from the public and business community be directed to develop criteria for designating "Ohio Distinguished Educators." Teachers, principals and others receiving this designation should receive a special monetary award from the state and these awards should be given maximum publicity.

3.6 The State should offer incentive grants to individual school building teams for improving performance. Using multiple indicators, teams of educators and parents at the building level should set performance goals. Once these goals are approved by the State Board of Education, the schools should be rewarded for meeting or exceeding these goals by being the designated "Ohio Distinguished Schools" and by receiving a grant of $10,000 which could be spent as decided by the school team. Maximum publicity for these recognitions would be arranged by the Governor's office.

Prevention and Treatment of Educational Failure

Ohio is failing to realize the full potential of our human resources, at great cost to us all. Statewide, approximately 20% of young people fail to complete high school with their class. In the central cities of Ohio, as in those elsewhere in the United States, dropout rates are in the range of 40 to 50 percent. This appalling dropout rate continues despite the expenditure of hundreds of millions of dollars on Disadvantaged Pupil Impact Aid.

Most often, students quit school because of academic failure. But the underlying causes are many and complicated, including poverty, substance abuse, parents who are unable or unwilling to provide support and guidance, and teenage pregnancy.

Beyond the personal tragedies of these young people, we are just beginning to appreciate the staggering social cost of our failure to keep them productively engaged in school. Recent research suggests that nationally, each year's class of dropouts will cost the nation more than $240 billion in lost earnings and foregone taxes over their lifetimes.

If Ohio is to achieve its goal of national leadership in public education, we must stop this tragic loss of human resources. At-risk students can be found in every socio-economic group and in every school district in Ohio. But they are most likely to be concentrated where they are economically, culturally and racially isolated—in urban districts with large poor populations and in economically depressed rural areas, most notably those in southeastern Ohio.

There are, of course, federal and state programs directed at disadvantaged and other at-risk populations. In addition to the federal Chapter 1 program which serves approximately 42% of eligible disadvantaged students in Ohio, a substantial amount of state aid is provided to meet the special needs of economically disadvantaged children. Disadvantaged Pupil Impact Aid, a supplement to state Basic Aid, varies in relation to the percentage of children on Aid for Dependent Children, from $480 per pupil in districts with 10% to 16% of students on ADC to a high of $1,025 for Cleveland, where roughly 68% of students come from ADC households. An additional $40 million is appropriated for specific programs for disadvantaged children.

These dollars are crucial to the schools' ability to provide smaller classes and specialized services aimed at reducing the dropout rate. As they gain in knowledge of effective interventions and flexibility in program-

ming at the individual school level, we expect school districts to make more effective use of the funds available for disadvantaged students in grades K-12.

But, because the risk factors are so varied and complex, and, in many cases, manifest themselves so early in a child's life, the State must go beyond existing programs for students in the public schools.

The Commission selected three areas in which we believe a sustained effort by the state would significantly reduce the risk of educational failure for our children.

- Assist Ohio's parents in preparing for their role as their childrens' first teachers;
- Better prepare disadvantaged and other at-risk children to enter school; and
- Reduce both the incidence of teen pregnancy and its negative consequences for mother and baby.

Fortunately we have, in one place or another in the United States, programs which deal successfully with each of these issues and which have been in place long enough to demonstrate their effectiveness.

While individual school districts, cities or states have implemented one or two of these programs, no state has yet implemented them all in a comprehensive manner. Ohio can achieve its goal of national leadership if we have the wisdom and the will to do all we know how to do. And we should do this now, not only for reasons of humanity but for solid economic reasons as well.

Careful economic evaluation of these preventive programs has demonstrated that they pay off for the taxpayer, generally returning savings of four dollars plus interest and inflation for every dollar invested.

If every child in Ohio is properly prepared before reaching first grade, the quality of education for all children will be enhanced. Teachers will be free to challenge all their students instead of struggling with the frustrating question of whether to devote their limited time to the students who will fail without special attention or to the students who can excel with special attention. With proper preparation, all children can be challenged and expected to excel. And our state can come closer to realizing the true American dream that every child born or brought into the country can have an equal chance to succeed in a free and competitive economy. Beyond that, we can expect to have a democracy governed by informed and educated people.

Parent Support

No system of education can achieve the kind of excellence which Ohio seeks without the active involvement and support of parents or guardians of the children being served.

The need for good parenting begins well before birth. There is no question that a child's mental (as well as physical) development begins in the very early prenatal months, and that development is affected in very important ways by the behavior of the expectant mother. A "low birth weight" baby, for example, is far more likely to have later learning problems than a normal birth weight baby (all other things being equal). This means that proper nutrition, exercise and health care for the expectant mother are integral parts of a successful education system. Neglecting these factors will inevitably place a far greater burden on the schools to provide remedial courses later in the child's life, thus putting an economic burden on the taxpayers (and/or parents) and a serious social and psychological burden on the child.

After birth, the quality of parenting which a child receives during the first three to four years of life will dramatically affect the later ability of the child to gain maximum benefit from schooling. It is during these early years that a child learns to learn. Very young children need to be stimulated to ask questions, to experiment with their eyes, their hands and their minds. They need to be encouraged to play the kind of games that make learning fun. They need to discover that they can learn and that the more they learn, the easier it is to learn more.

It is almost impossible to overemphasize the importance of these first years. It is during this period that children begin to form their "self- image"—to think of themselves as bright and capable or as slow and dull-witted. It is during this period that children begin to form their basic attitude about whether academic learning is fun and valuable or whether it is dull and unimportant.

When formal schooling begins, the importance of supportive parenting does not decline—and may even increase. Parents need to understand what the school and the teacher are trying to accomplish for their children and they must be prepared to interact with and support the teacher as well as the child so that school and home are each enhancing the other.

Parents need to reinforce the importance of education, must help the child to gain confidence and must build on "book learning" by bringing its lessons into everyday life. This reinforces both the content and the importance of the child's school work.

Those of us who have involved ourselves with education are frequently asked—"why don't our schools do as well as the schools in Japan?" There are many answers—they have longer school days, longer school years and, for the average student, a more demanding curriculum. But there's another important difference. In the Japanese society, the academic success of children is the most important thing on which a Japanese mother is judged. From the time of birth, the mother is expected to give the highest priority in her life to the educational development of the child. Social life, career and husband are simply not permitted to interfere with the successful discharge of that responsibility.

Few people would want our society to copy the Japanese society in this regard. We place great value on equal career opportunity and women are playing a vital role in almost every segment of our economy. Our society does not want to return mothers to their "traditional" role. We must find other ways to provide proper support to the parents and the children. Missouri's Parents as Teachers program is a promising example of what can be done to help parents become confident, competent helpers to their children, in the early years and throughout school.

Summary and Recommendation

We must enable parents—whatever their family situation, employment status, socioeconomic status or educational background—to give their children the best possible start in life and to work effectively in partnership with the schools. Beyond this, we must make intensified efforts to assist the most vulnerable parents—the very poor and the very young—and their children.

Therefore, we recommend that:

4.1 Every expectant parent or parent of a child under two years of age, irrespective of the parent's age or parental status, have access to a Parents as Teachers Program.

Disadvantaged Children

Approximately 50,000 babies are born in Ohio each year into families who receive Aid for Dependent Children or food stamps (i.e., are living below the "poverty line"). Many of these children suffer from environmental circumstances which drastically affect their later ability to perform well in school. Many of their parents are simply unable to provide all of the high quality parenting which these children must have. Poor children have a special need to succeed in school so that they will be equipped to break out of the poverty cycle.

An effective solution is tested and proven—academically and economically. High quality "preschool" programs can give three and four year olds the mental stimulation, the assurance of their self-worth and the developmental preparation which will enable them to succeed in school. This is particularly true of disadvantaged children, but preschool is often beyond the reach of their families—thus placing them at a double competitive disadvantage when they begin kindergarten with children whose parents have been able to provide both an enriched home environment and a preschool experience of high quality.

Much of the public mistakenly believes that the federally funded Head Start program thoroughly meets this need. While Head Start has made a valuable contribution in Ohio and nationally, it is but one model. Furthermore, because of underfunding, Head Start reaches only about 26 percent of eligible children in Ohio.

Twenty years of rigorously studied experience with the "Perry PreSchool" program in Ypsilanti, Michigan, demonstrated that early support for parents and children in poverty not only enables many of these children to succeed in school; its "graduates" also have less need for later remedial education, fewer teen-age pregnancies, and less alcoholism, welfare dependency and involvement in crime.

Summary and Recommendations

Ohio cannot significantly improve the educational standing of its populace without aggressively addressing the special needs of school children who are suffering from the deleterious effects of economic disadvantage and racial and cultural isolation. Disadvantaged children are known to benefit from certain interventions, ranging from early childhood education to meaningful work that underscores and reinforces the value of schooling. The State should make such programs available to all who could benefit from them.

Ohio's Teenage Sexuality and Pregnancy Prevention (TSAPP)

State-Local Partnership Incentive Grant Program

The TSAPP program was recommended in 1986 by Governor Celeste's Task Force on Adolescent Sexuality and Pregnancy Prevention and enacted by the General Assembly in H.B. 171 in 1987.

Purposes

- To support the development and implementation of programs and/or services that encourage postponement of teenage sexual activity and prevent teenage pregnancy.
- To support the development of services that meet the health care, employment educational and/or social services needs of parenting teens.
- To fill geographical voids in health care services as well as to serve previously underserved populations such as teenage males. Thirty-six Ohio counties received grants totaling $1.5 million in state funds for the period January 1988 through June 1989. Projects funded were selected by the interagency TSAPP Review Board from 65 different applications. Each project had to show support of the majority of these local agencies: local schools, county human services or children's services, local health commissioner, Private Industry Council, mental health board and youth services coordinating council. Projects also had to show evidence of cooperation with and support by private community groups, such as United Way. Seventy-five percent of the money is being used for pregnancy prevention; twenty-five percent for programs to serve teen parents. Pregnant teens may not be served in programs funded with this money.

GRADS (Graduation, Reality, and Dual role Skills Program)

The GRADS program is a secondary vocational education program serving pregnant and parenting adolescents. Both males and females are eligible, although enrollment is predominantly female at this time. The goals of the program are to:

- increase the likelihood that participants will remain in school during their pregnancy and after the birth of their child to the point of graduation;
- assist participants in carrying out positive health care practices for themselves and their children during the prenatal and postnatal stages;
- provide knowledge about child development and teach positive parenting skills; and
- encourage goal setting directed to the dual role of employee and parent. There are 90 GRADS programs in 189 schools in Ohio. In 1987-88 GRADS served 3,211 students. In 1988-89 an estimated 4,250 students will be served.

Therefore, we make the following recommendations.

4.2 All disadvantaged (including handicapped) three and four year olds should have access to a high quality preschool program. State funds should be provided for this purpose and could be used to begin or expand programs in public or private schools, Head Start or other organizations.

4.3 Because of the deleterious effects of racial and cultural isolation, the State should continue to give high priority to reimbursing school districts for costs incurred in court-ordered or voluntary desegregation programs.

4.4 The State should provide financial support to school districts for expanded summer programs for at-risk students and students who are achieving below standards.

4.5 The state should provide financial support to school districts for alcohol and drug abuse prevention programs.

4.6 The state should support a summer program of education and work for older at-risk students and, where possible, the training and work should be related.

4.7 School districts should be encouraged to provide access for disadvantaged youngsters to proven programs such as "Reading Recovery" and to smaller class sizes (about 15-1 pupil-teacher ratios) in the early grades

In addition to these State funded programs, public/private partnerships have proven very effective in addressing some of the special needs of disadvantaged youth. Recommendations for encouraging such programs are found later.

Pregnant Teens and Teen Mothers

About 7,500 babies are born in Ohio each year to mothers who are 17 years old or younger—mothers who themselves should be school girls. Pregnancy is the leading cause of "dropping out" among girls.

Pregnancy before completion of high school is usually a tragedy for everyone involved—for the mother who loses her chance at her youth and her hope for self-development, for the baby who is often underweight, undernourished and likely to repeat the cycle, and for society, which must bear the economic and social costs of both.

The first order of business must be to do everything in our power to prevent these pregnancies. The State's "Teen Sexuality and Pregnancy Prevention Grants Program" must be expanded and the schools must work together with other state agencies, nonprofit agencies and parents to teach both abstinence and other means of pregnancy prevention.

But when, despite these efforts, teen pregnancy does occur, we must try to mitigate the negative consequences for both mother and child.

Ohio's "GRADS" program for pregnant and parenting teenagers is a good program but it is underfunded and is not available in all communities. While it provides what some of these young women need, such as help in finding child care and academic and vocational classes, many young women may be more likely to finish school in a totally separate alternative setting.

The New Futures School in Albuquerque, New Mexico is an alternative public school open only to young parents and prospective parents. It provides an environment for these young women (and in some cases, the fathers) in which on-site prenatal health care, nutrition training, infant care training and counseling are provided along with academic and vocational training. The young women who attend "New Futures" (most of whom had already dropped out of school before starting there) have healthier babies and far fewer second pregnancies than do their counterparts. Over 80% of them finish high school, find employment and give their own children the kind of early parenting that breaks the cycle of poverty and teen-age pregnancy in which most of them were raised. Fewer than 20% of these young mothers end up on Aid for Dependent Children.

Certainly, we could improve the lives of more young mothers and their babies in Ohio if the existing GRADS program were more widely available. The Commission believes, however, that wherever practical, we should also provide alternative schools in order to maximize the number of teen mothers who do return to school and graduate into productive lives and competent parenting.

Summary and Recommendations

We must dramatically reduce the incidence of teen pregnancy in Ohio. When it does occur, we must do everything in our power to encourage school comple-

tion and employability for the mother, to discourage repeat pregnancies and to give the infant a start in life which will minimize the chance that the child will repeat the cycle.

Therefore, we recommend the following.

4.8 Ohio's Teen Sexuality and Pregnancy Prevention Grants Program should be expanded to reach all youngsters.

4.9 When teen pregnancy does occur, the expectant mother should have access to adequate prenatal care, nutrition and training for child bearing and child rearing. After giving birth, she should have access to a school which provides on-site child care and parenting training in addition to an academic and/or vocational program which meets all standards for high school graduation. Recognizing that some teen mothers cannot cope with the life at a regular high school, we should make alternative schools available wherever practical, using joint vocational schools as a model (and possibly a location) for such schools.

4.10 For all these programs, the State should provide funding at the level required for success, but school districts should have the authority to fund additional activities in these areas from regular state or local funds. Additional local funds could be used to enrich the programs or to extend them to other children

Financing our Schools

No issue which the Commission addressed is more marked by misunderstanding, complexity and frustration than the means and the level at which Ohio's public schools are funded.

The Myths

- The Ohio Lottery has provided a major source of funding for Ohio public schools which should, therefore, make increases in property tax rates unnecessary.
- Increases in the appraised value of real estate automatically produce proportionate increases in school revenues which should offset inflationary increases in school costs.
- Passage of the state income tax in 1972, additions to the state income tax rate and the institution of the Ohio Lottery to provide additional funds for education have resulted in a dramatic increase in public school funding during the last 15 years.
- Differences in per pupil funds available to the local schools are primarily the result of differences in the property tax rate which local citizens impose upon themselves—i.e., some districts are "poor" because the citizens have been unwilling to tax themselves and others are "rich" because the citizens have been more generous in establishing higher tax rates on their homes.
- State aid to public schools adequately makes up the difference between property tax values among districts so that all districts have reasonably equitable financing if the local tax rate meets state minimum standards.

None of these things is true.

The Facts

The fact is that the Ohio Lottery provides only about 5.5% of the funding for public schools. The recent requirement that lottery profits be totally dedicated to public education does not guarantee that the lottery will result in additional funds for the schools since any increase in these funds can be offset by reductions in the money provided to schools from the general fund.

The fact is that under our Ohio Constitution, increases in appraised value of existing property are largely offset by automatic reductions in the property tax rate so that school revenues do not increase with inflation. It is further true that, because public education costs are largely in salaries and benefits, the annual cost increase for education is usually greater than the general inflation level.

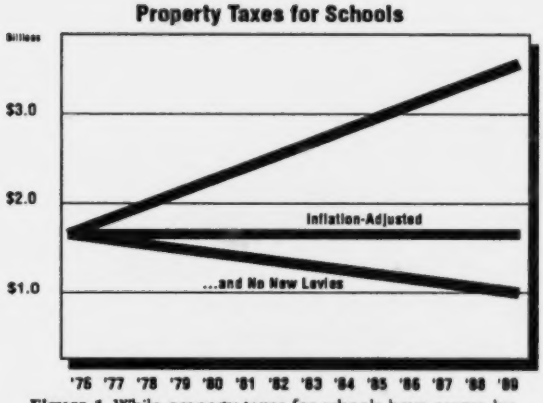


Figure 1 While property taxes for schools have grown by $1.9 billion in nominal dollars since 1976, when adjusted for inflation there has been no growth at all. If no new tax levies had been passed by voters, property taxes for schools would have declined by $700 million in constant dollars.

The fact is that despite over 600 new tax levies passed during the last six years, there has been no inflation-adjusted increase in public school funding from this source. These levies were required just to stay even with inflation (See Figure 1). State aid has increased slightly as a result of the lottery and some additional funding from the general state revenues (See Figure 2). In total, the funds for public education have increased by only about 15% in 13 years on an inflation adjusted basis (although it should be noted that, because of declining enrollment, per pupil expenditures have increased 49%). The increase has occurred in spurts that make planning difficult (See Figure 3). Much of that increase has been eaten up by new costs such as mandatory asbestos removal, increased services for handicapped students, mandatory desegregation expenses, etc. At the same time, the proportion of students from disadvantaged backgrounds (who require expensive remedial programs) has been increasing rapidly, and the rate of increase is growing.

The fact is that differences in available funds per pupil are far more dependent on the amount and type of property located in individual school districts than they are on the local tax rate. It is further true that increases in local school funds are primarily dependent on the amount of new property constructed in the district.

The fact is that per pupil expenditures in the various school districts are by no means equitable. The range in per pupil expenditures in school year 1986-87 was from $2,317 to $10,250—a disparity of more than 4 to 1.

In public hearings and in letters to the Commission we heard repeatedly from parents, school board members, the State Department of Education and local school superintendents that, if Ohio is to achieve its goal of national leadership in public education, the following funding problems must be solved.

- School districts should be able to count on revenue increases sufficient to offset general inflation without the need for passing new tax levies.
- There must be genuine growth in the per pupil funds available in order to provide new and improved

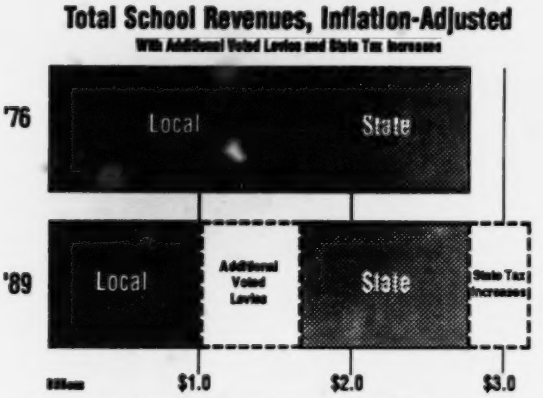


Figure 2 Additional voted levies have served only to keep local revenues constant with inflation. State tax increases have been necessary to provide a real increase in funding for education.

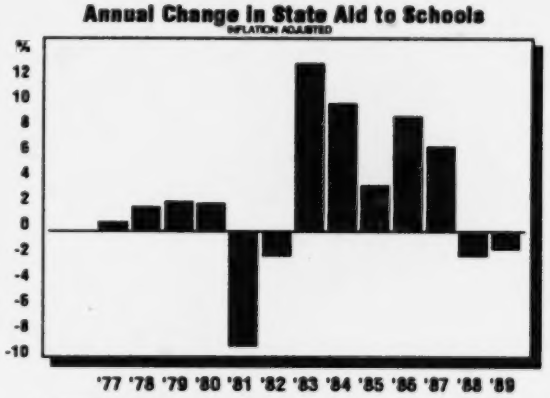


Figure 3 Schools have received a net increase in state funding relative to inflation since 1976. But the annual percentage change (inflation adjusted) has varied from a 12% annual gain to a 10% annual loss. This instability creates turmoil for many school district budget planners.

programs and to attract and retain the kind of high quality teachers we must have in order to achieve better results.

• There must be greater predictability and stability in the funds available for public education so that local superintendents and school boards can do a better job of long range planning.

• There must be less inequity in per pupil funding among the more than 600 local school districts.

Many of our local school districts have a smaller per pupil budget than the average of the lowest spending state in the country, while others have per pupil budgets higher than the average of the highest state. While there is no empirical evidence that more money automatically produces better results, common sense tells us that "efficiency" is not likely to offset the fact that one district has four times as much money per pupil as another district. The future of the State's economy (and even the quality of its government) depends on the quality of public education in all our districts.

Because urban districts are so large and are marked by so much movement of students within the district, there is no longer any clear relationship between quality of neighborhood schools and property values. The presence or absence of commercial and industrial property makes vast differences in local school revenues. In the early days of the State, such properties were normally located near the homes—often within walking distance—and the people who worked in the factories or shopped in the stores were the same ones whose children went to the school which the business property taxes supported. This too has changed. A large manufacturing plant may employ people from ten or twenty school districts. A large shopping center may draw its customers from many local school districts.

As so much of business has moved to the suburbs in the last forty years, it has carried the property tax base with it. In effect, the urban and rural customers who shop in suburban malls are indirectly paying taxes to support the more wealthy suburban school districts instead of the generally more needy urban and rural districts.

Our society has changed dramatically since World War II. The entry of women into the work force in ever increasing numbers and the arrival of the "automobile age" has made what used to be a very sound and rational way of financing our public schools an archaic and inequitable method today.

The Commission believes that the achievement of national leadership for Ohio's public schools depends on our ability to achieve four basic objectives in the financing of our schools.

• All of our school districts need to be able to count on revenue sources which at least keep pace with the general rise in costs. Even this will require very efficient financial management of the schools because education (like health care) is a labor intensive business and the actual costs tend to rise faster than the general price level. But our school districts simply cannot plan for the future intelligently if they cannot even anticipate the ability to maintain current programs without new tax levies.

• The basic "foundation level" of per pupil revenues must be restored to the level which was carefully evaluated and calculated to be adequate to ensure the capacity to accomplish the basic educational mandate in each district, with proper allowance for the difference in costs between districts. This "foundation" support was allowed to drop below the calculated need during the budget constraints of the early 1980's and is now $150 per pupil below target.

• Additional funding must be obtained to support the needed new programs such as early childhood development and expanded use of the schools during summer to enhance programs for disadvantaged and gifted students.

• A capital fund must be provided to enable the State to bring all physical plants up to the minimum levels required to ensure that all students attend schools which are clean and safe and which provide a proper environment for learning.

Summary and Recommendations

We, therefore, recommend that the following be accomplished.

5.1 The legislature should develop a plan for modifying H.B. 920 so that some increase in property tax revenues is generated by increases in property values.

5.2 The General Assembly should accept the obligation to provide annual increases in the State support of public schools sufficient to offset the general rise in costs each year. If H.B. 920 is not modified, the General Assembly should further provide incremental increases to offset the effect of H.B. 920 so that total basic revenues from both State and local sources rise with the

general rise in costs. In addition, the Commission believes that as a matter of principle, the State should provide additional funds whenever it mandates additional programs.

5.3 The voters in individual school districts should be given the legislative authority to select other sources of revenue such as income or sales taxes to either supplement or replace property taxes.

5.4 The State should provide a one-time increase in State funding for all districts of $150 per pupil over and above the increases normally required each year to meet general inflation increases. This would offset the current shortfall in "foundation level" support.

From a management standpoint, it simply does not make much sense to permit municipal governments to give up anticipated property tax revenues for schools in "tax abatement" agreements without any participation by the school boards who are responsible for managing the school budget. We recommend that:

5.5 Affected school boards be represented in any negotiation of tax abatement proposals.

Although, the members of the Commission are not qualified to judge the relative importance of all the conflicting demands which are placed on the total State budget, we do not believe that present general revenues will be sufficient to fund the appropriate normal increases in funding for public schools and also to fund the additional programs which we strongly believe are necessary to achieve our goals. We, therefore, make the following recommendation.

5.6 The State income tax rate should be increased by one percent to fund the new programs recommended herein. This increase would initially generate new annual revenues of about $700 million dollars, of which one third should be returned to the school districts on an equal "per pupil" basis (which would provide about $150 per pupil, meeting the requirements of recommendation 5.4 to compensate for the present shortfall in the "foundation level") and the remaining two-thirds should be used to support the new programs. The return of the one-third of the added revenues to the local school districts should enable some of them to reduce property taxes or avoid or minimize additional property tax levies. The funds for the new programs should be sequestered in an "Educational Excellence Trust Fund" which could only be used for these purposes. Disbursements from this Fund should require the approval of an independent commission appointed by the Governor. At least one member of this commission should be a partner of a recognized accounting firm and one should be selected from nominees made by a statewide business organization. In our judgment, it is imperative that safeguards be established to ensure that this new revenue cannot be used simply to replace expenditures that the State should have made from regular revenue sources.

Because of inadequate funding over a period of many years and the natural tendency of school districts to defer maintenance of physical facilities in order to maintain current operations, many of our schools, particularly in urban and certain rural districts (particularly southeastern Ohio), are in urgent need of repair and/or replacement. We, therefore, make the following recommendation.

5.7 The Superintendent shall initiate an up-to-date inventory of school facilities and shall inform the legislature of the capital funds required to bring all school buildings up to at least a minimum level of cleanliness and safety. The General Assembly should then establish a means of providing the necessary funds through grants or loans.

Because the public is entitled to know what is accomplished with the additional revenues, we make the following recommendation.

5.8 The State Board of Education should prepare and present a clear and measurable set of goals. These would include specific goals for reduction in rates of retention in grade, reductions in the need for remedial courses, reductions in the dropout rate, improvements in scores on standardized tests, increases in satisfactory completion of ninth and twelfth grade proficiency tests, increases in ACT scores, increases in college entry and reductions in the need for remedial courses for college freshmen. The goals should include a specific timetable. Biennial reports on progress toward these goals, prepared by the State Superintendent and certified by an independent commission, should be made to the public.

Vocational Education

Ohio's Vocational Education System

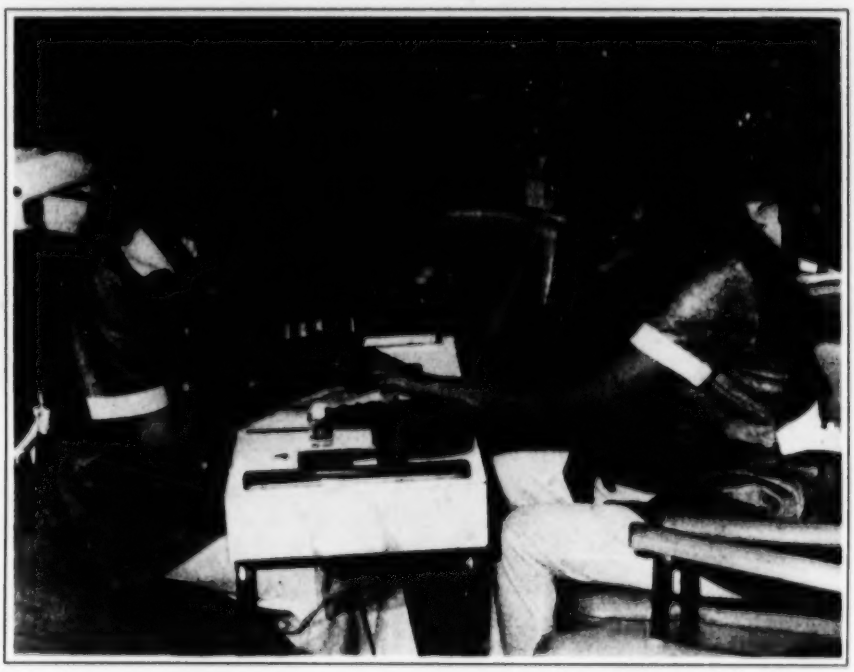
Ohio has a comprehensive system of vocational education. In 1987, there were almost 250,000 Ohio students enrolled in some kind of vocational education instruction in the general areas of agriculture, marketing, health, business, home economics, and trade and industry. Vocational education is currently a major enterprise in Ohio. The capital investment in equipment and facilities is about $650 million. The annual operating budget totals over $550 million of which the state provides $270 million (49%), with another $240 million (44%) coming from local sources and $39 million (7%) from the federal government.

Ohio's students have access to vocational education through programs provided in 103 Vocational Education Planing Districts, each offering 12 job training programs with 20 different class choices in each program. Training is available through comprehensive high schools, joint vocational schools, contract districts where one or more schools contract for vocational education programs and services from an adjacent district, and through compact arrangements where two or more school districts combine their facilities, student base, financial resources and program capability to meet the State's required standards for vocational education. Vocational education students must meet the same minimum requirements for graduation and receive the same diploma of graduation as non-vocational students. State minimum graduation requirements include a minimum of 18 credit hours, nine of which are specified to be in English, mathematics, science, social studies and health/physical education. This means that an Ohio student can graduate with as little as 2 units of math and 3 units of English language.

The effectiveness of the nation's system of vocational education is coming under criticism, although Ohio's program is recognized as one that compares favorably with other states.

The Changing Job Market

Anticipated changes in this nation's economy will have major implications for the training provided for those students preparing to go directly from high school into the job market. The Ohio economy is expected to generate some 413,000 new jobs by the year 1995—the fifth highest number of new jobs among the 50 states. According to the Ohio Bureau of Employment Serv-



ices, the most rapidly growing industries will be business services (particularly computer, data processing and personnel supply), health services, legal services and social services. Industries adding the largest number of jobs include eating and drinking places, nursing and personal care facilities, miscellaneous business services and hospitals. Manufacturing employment is expected to decline. Of the projected net growth of 15 million jobs across the country by 1990, most will be in wholesale and retail trades, food/beverage occupations and services.

Verbal and mathematical literacy are important vocational skills of a service economy. As more and more of the work force is involved in service activities, a greater percentage of employees will be involved in activities that require higher-order thinking.

Much of the nation's future work force will require more employees who possess very high levels of mathematical, analytical, engineering and scientific skills. Equally important, there will be a much greater need for workers who have higher literacy levels than exist today.

If Ohio is to be more competitive in tomorrow's world market, we must face the fact that U.S. export industries tend to have higher educational requirements than do those industries that suffer from import competition. Any state with serious plans to maintain its market share of total industrial production will have to raise the educational level of its workers.

What the Business Community Requires

As businesses and industries look to the future, their representatives are giving a very clear message that it is going to become increasingly more difficult to distinguish between a vocational education graduate and a student graduating from the academic curriculum.

Fortune 500 companies, small independent businesses and universities are all telling us that they need the identical preparation from high school graduates—mastery of English, mathematics (through algebra), history and literature.

In a 1982 survey conducted for the National Association of Manufacturers by the National Center for Research in Vocational Education, an overriding 63% majority of respondents chose "stressing the basics" (reading, writing and arithmetic) as the number one priority to improve the quality of high school graduates who come to them for jobs. David Kearns, Chairman and CEO of Xerox Corporation, in his recent book, "Winning the Brain Race," writes:

"That's why I care about schools and education. My interests are both selfish and selfless. No firm, no organization, can be better than its employees. Xerox spends about $260 million a year on employee training—but we can do no better than the graduates of the nation's schools. We can train employees who are educated—those who have learned how to keep on learning. But we cannot train the uneducated."

Employers are saying that good work habits, initiative, literacy and math and problem solving skills are the "vocational" skills of the future.

The message presented to Ohio's Education 2000 Commission is that if high school graduates have mechanical job skills in addition to literacy skills, that is a plus. But if they have such skills without a solid foundation in the basics, they are not acceptable job candidates.

How Effective is Vocational Education Today?

Nationally, there are signs which indicate that the business community, which supported the original legislation that created the nation's vocational education system and has long viewed vocational training as a worthwhile source of employees, is weakening in its support and enthusiasm for these programs. In Ohio, business leaders are questioning whether high school vocational education is providing the kind of job candidates that employers want. Cleveland Tomorrow's January 1988 report, *Building a New Foundation* recommends strengthening "the local higher education system to increase the educational attainment of the workforce" because in Cleveland "the educational attainment of the workforce is not consistent with the requirements of today's 'growth industries' in manufacturing. For example, only 35% of Cleveland's manufacturing work force has had some college education. This figure compares with 50% to 60% in areas like Boston and Seattle, where resurgent manufacturing economies are based on high technology."

National research studies show that the single most important reason that vocational education students are not prepared to meet the needs of the marketplace is that too many high school graduates lack the basic skills and basic academic preparation that employers need. A second reason often cited is that too many

vocational education courses have little or no relationship to actual jobs in the marketplace.

In Ohio, the State Board of Education increased academic requirements for all high school graduates in the 1983 minimum standards revision. The courses taken by most vocational students since then have included more academic work. In an attempt to make vocational courses relevant to the work place, vocational schools in Ohio each year involve about 8,400 volunteer advisors from business, labor and the community at large.

A recent Committee for Economic Development study showed that a lot of money is being spent on programs that are only exploratory, such as industrial arts and some form of home economics, which are not prerequisites for future employment and which provide no insight into future career opportunities. Furthermore, there was little evidence that compensatory programs used in the effort to keep students from dropping out of school have any significant effect.

Across the nation, about 80% of high school students take one or more occupationally specific courses. Nevertheless, a Bureau of Labor Statistics study published in 1984 concluded that of the 53 million people employed in jobs which required training, only 5% of them received that training in high school vocational education classes. (Ohio's vocational education results are somewhat more favorable. Recent research shows higher earnings for vocational graduates in their early years). But can we justify the additional per pupil expense, which is considerable, for these results, especially if similar or better results might be obtained from alternative delivery systems?

In almost all occupational categories, the bulk of the training is being provided by informal on-the-job instruction and by various forms of post- secondary education. Thus, some employers question the need for vocational education programs.

While the business community generally views vocational education graduates as somewhat more immediately employable than students from the general curriculum, many of these graduates are handicapped by not having the foundation that enables them to learn on the job.

Compared with many other states, Ohio presently has an exemplary system of vocational education. But is it good enough to meet our future needs for educated and educable employees? And could these monies be better used elsewhere?

How successful we are in raising the quality of our vocational education graduates will determine Ohio's place in the competitive economy of the 21st century.

Summary and Recommendations

"Vocational Education" as a separate "track" from "academic education" has its roots in an era when "job skills" were occupation and task specific. We are now being told by employers that the distinction between academic skills and job skills is disappearing and that by the year 2000 skills like literacy, knowledge of math and science and reasoning skills will be critical job skills. It is likely that by the year 2000 there should be no distinction between vocational and academic education. This demands a more thorough examination of the future of "Vocational Education" than is possible in the time allowed for this Commission's work.

We, therefore, recommend that:

6.1 A task force be created to determine whether "vocational education" as a separate track should be discontinued by the year 2000 and if so, how to implement such a decision. We consider it likely that, by that time, our Joint Vocational Schools should be converted to regional schools providing excellence in science and technology and that all schools should integrate the academic skills required for 21st century employability into the regular academic program for all students.

In the interim, we believe we must ensure that all students, whether in designated "vocational" programs or not, are being prepared for modern employability. To do this, we must recognize that employers are telling us that good work habits, a strong sense of ethics, developing fluency in the written and spoken English language and facility with mathematical concepts and practices are the requirements for success in today's work place.

Therefore, we make the following recommendations.

6.2 Everyone involved in public education—superintendents, school boards, principals, teachers, coaches and counselors—should be made aware of the fact that preparation for a useful and productive career is part of the objective of public education for all children and is not solely the objective of "vocational education".

6.3 Instilling good work habits, developing fluency

in the written and spoken English language and teaching mathematical concepts and skills should be seen as the fundamental responsibility of everyone involved in the education of every child regardless of whether the child is enrolled in an "academic" or a "vocational" program.

6.4 Coaches and directors of other "extra-curricular" programs should be held responsible in that role for instilling such work habits as discipline, responsibility, teamwork and striving for excellence. Teachers should be held responsible for managing classroom discipline, homework assignments, and academic requirements so that they teach good work habits as well as academic skills. Principals must be held responsible for maintaining a "work place" environment in the school.

6.5 All students must be required to master the basic English language skills and math skills necessary for success in business or in higher education, regardless of the program in which they are enrolled.

6.6 Before graduation from high school, every student should receive adequate training in the principles of a competitive economy and should understand how such an economy works and what the individual must do in order to contribute to and benefit from that society.

6.7 Because the economy of the 21st century will clearly be a "global" economy, it is essential that a substantial part of our next generation be fluent in at least one foreign language and that within this group, a large number be fluent in an Oriental language. To this end, foreign language training should be available in the early years of school and every student should have access to a high quality high school program stressing fluency in a foreign language as one of the requirements for graduation.

Public and Private Partnerships

Important changes are taking place in public education as a result of collaboration between the schools and both private and non-profit partners. For schools, these partnerships provide increased and/or new resources for the school building or the entire system, and result in increased teacher morale and the development of a more knowledgeable private sector constituency. All this comes at little or no cost to the taxpayer. The goal of the Commission is to find ways to increase and foster these partnerships on a long-term basis.

A national examination of school partnerships by Public/Private Ventures of Philadelphia suggests that they generally fall into one of two categories:

Student Focused: These programs are aimed at supporting a well-defined group of students. They usually conduct activities outside the normal school setting, have a specific target population of youth (good students, good attendance, etc.), serve a relatively small group of students, build on a great deal of individual instruction and emphasize development of employability and coping skills.

School or System Focused: These programs are directed more broadly in the hope of helping to change entire schools or systems for the better. Most systemic approaches include student focused components, but those components exist as part of a larger initiative.

Typically, in these programs:

- The business sector takes the initiative in formulating the nature of the collaboration;
- Business contributes money, volunteers and advice;
- A set of mutual goals is established early; and
- Jobs are made available by businesses.

Both kinds of programs tend to result in increased employment opportunities and work experience for students by helping students develop appropriate work habits, and by mentoring and tutoring of students who often do not have access to such help.

Although various forms of cooperative arrangements between education and business and industry have been around for many years, the interest in school and not-for-profit collaborations is growing rapidly.

Three broad types of partnerships now active in Ohio and elsewhere are:

- Business/School collaborations;
- Higher Education/Pre-Collegiate collaboration; and
- Public Education Funds.

Business/School Collaborations

Business/school partnerships are not a new phenomenon. The "vocationalizing" of public education as well as the development of the present administrative structure for schools (superintendents as chief executives, etc.) were both direct results of business/school relationships.

In the 1960's, teachers, parent groups and community groups sought more control of their local education system. Urban schools were particularly hit because of the movement of many corporations to the suburbs. In recent years, school/business collaborations that go beyond cosmetic public relations projects have begun to proliferate. In many cities, school/business partnerships have become an integral part of school operations.

These relationships have provided significant resources for public schools in the way of grants, scholarships, equipment, part-time and summer jobs and volunteers. The continuing relationships have begun to bring forth corporate leaders who can serve as effective advocates for improved programs and necessary resources for public education.

The Committee for Economic Development (CED) has noted: "Most corporate approaches to education take the form of financial support for specific activities, involvement in programs, policy change, or a combination of the three. However, any particular category of activity can serve more than one purpose. For example, program involvement can be designed to support an already sound system or it can foster major reform. Funding can support ongoing research and demonstration programs that can lead to fundamental change."

Examples of innovative public/private partnerships are becoming more numerous and include such projects as the highly publicized Boston Compact and Boston Plan for Excellence and the Atlanta Partnerships.

Here, in Ohio we have the Cincinnati Youth Collaborative which involves business, city government and public schools; the $16 million Cleveland Initiative in Education; and the Adopt-A-School Partnerships in many cities. The New Futures Program in Dayton, which recently received $10 million for five years from the Annie E. Casey Foundation, represents a large scale collaboration between the Miami Valley Regional Planning Commission, the Dayton Public Schools and the City of Dayton.

Higher Education Pre-Collegiate Collaborations

Historically, colleges and universities—both public and private—have felt that working directly with pre-collegiate youth was not their responsibility and not their forte. Until most recently, the extent to which these two worlds worked together was limited to recruitment efforts targeting high school juniors and seniors. Partnerships between colleges or universities and the public schools were generally non-existent.

In the last five years, colleges began to realize the need to become more involved with secondary schools as students arrived on campuses increasingly unprepared for college work. Higher education institutions are not only beginning to work more closely with high schools but intermediate school collaborations are also on the increase.

Examples of these kinds of relationships within Ohio include Career Beginnings Programs at both Youngstown State University and Case Western Reserve University, the College Opportunity Program at Xavier University and the Young Scholars Program at The Ohio State University.

Public Education Funds

Primarily resulting from the provision of initial support from the Ford Foundation through its Pittsburgh-based Public Education Fund, community based public education funds have appeared in a number of cities across Ohio and the nation during the past decade. Although there are slight programmatic variances among the funds, virtually all of them have some common characteristics. They:

- Are independent, community-based organizations;
- Bring together a coalition of business, civic and education leaders;
- Work to increase support for a particular local school district or districts;
- Actively advocate private sector support for the school district;
- Offer some form of school improvement or teacher incentive grants to individual schools; and
- Raise funds from businesses, foundations, service clubs and individuals.

Four examples of public education funds in Ohio are the Dayton-Montgomery County Public Education Fund, the Cleveland Education Fund, and the Columbus Public Schools and Upper Arlington Schools funds, which operate as separate accounts within the Columbus Foundation.

Summary and Recommendations

Many of our major cities have outstanding public/private partnerships in place, but there is no mechanism for encouraging such partnerships or for exchanging ideas. We need to stimulate these activities through the following recommendations.

7.1 The State Department of Education or the State Department of Development should establish an Office of Public/Private Partnerships. The Director of that office should be responsible for encouraging the development of partnerships and for managing the exchange of information and ideas so that good programs adopted in one district can quickly be made available to other districts. Particular attention should be paid to ensuring that labor unions as well as private foundations and business are engaged in these public/private partnerships.

7.2 The State of Ohio should establish a grant fund of $5 million for use by the Director of Public/Private Partnerships to encourage the development and dissemination of new partnership programs.

7.3 Each school district should establish a business advisory council to work with the school board in defining "employability skills" and developing curriculum to instill those skills.

7.4 Corporations and university business schools should be requested to develop and provide a management training program for school principals, potential principals and other members of school management. These schools would train personnel in basic "management" skills rather than "teaching" skills. The State Superintendent should attempt to establish a network so that such a program is available to every present or prospective school principal.

Organization and Governance of Public Schools

The U. S. Constitution delegates to the states responsibility for the education of young people. Article VI of the Ohio Constitution of 1851 provides that the State "will secure a thorough and efficient system of common (public) schools." Although the legislature has historically delegated many powers to local boards of education, the State has ultimate authority and responsibility for public schools.

In Ohio, however, the principle of local control of public schools predated this notion of state responsibility, and to this day the two are frequently in conflict. The earliest colonial schools in the United States were operated through town meetings by the same selectmen who managed other town affairs. As towns grew in size, it became necessary for a locality's selectmen to appoint, or for the public to elect, a group of local citizens whose sole responsibility would be the operation of the schools system (which more often than not consisted of only one or two schools). It is this basic mode of organization which was transplanted to Ohio by settlers from New England.

With the continued growth of the school-age population, school boards hired professionals to manage various facets of school operations—clerks, treasurers and building inspectors. Boards of Education continued, however, to exercise direct control over the hiring of teachers and the establishment of curriculum. It was not until later in the the 19th century that the position of school superintendent was created to provide academic leadership.

Ohio statutes, like those of most states in the Northeast, to reflect this history, with a strong preference for relatively weak local and state superintendency.

Until the past three decades, the State was decidedly the weak partner in public school policymaking and administration. A number of factors—among them a greater State assumption of school costs, the creation of State and federal categorical programs for students with special needs (and accompanying "accountability" requirements), the minimum competency movement, and consolidation of some smaller rural districts—led to a strengthened State role.

Today, responsibility at the State level is shared between the General Assembly and the State Board of Education, whose 21 members are elected by Congressional district. The State Superintendent of Public Instruction, serves at the pleasure of the State Board. The Superintendent and the Board are responsible for carrying out and enforcing State Board requirements and those enacted by the General Assembly. As is noted elsewhere in this report, the state regulatory scheme in Ohio, as in other states, has tended to specify procedures rather than outcomes. This approach may no longer be appropriate, given the diversity among the districts and knowledge about effective schools. New testing technologies and legislative mandate may make it possible to set results-based goals taking into account the characteristics of each district's student population.

Despite significant consolidation of smaller school districts in the 1950's and 1960's, Ohio today has more than 600 local educational agencies (LEA's), classified as city, exempted village or local and ranging in enrollment from 6 to 71,900; 88 county boards of education which are charged with providing services to local school districts; and 49 joint districts (also classified as LEA's) which provide vocational education and other special programs to students in two or more LEA's.

Altogether, there are 3,500 local board members with jurisdiction over 180,000 employees and about $7 billion in annual expenditures.

These local boards of education derive broad powers and responsibilities directly from the General Assembly, but are also subject to directives of the State Board of Education. As for relations between local boards and superintendents, the statutes do not spell out their relative roles but instead treat them essentially as employer and employee. Ordinarily, in most districts, board and superintendent function by agreement as policymaking body and chief executive officer—as is, we believe, appropriate in a modern school system. However, because the line between policy and administration is not clear, the relationship in some districts is imbalanced.

This problem may be exacerbated by other permissive statutory provisions which give the board, if it so wishes, direct line authority over the treasurer and business manager of the school district. Structurally, the superintendent is thus stripped of jurisdiction over buildings, transportation, and a large portion of the budget, all of which have a direct bearing upon his or her ability to plan for and deliver instruction.

At the bottom of the governance pyramid is perhaps the most important unit: the local school. Recent research suggests that the most effective schools are those in which faculty and staff enjoy a shared sense of the school's mission and increased joint responsibility and autonomy for what is taught and when it is taught. School site management with strong parent involvement is a growing trend.. State and local boards must take steps to ensure, that their standards do not result in undue standardization which stifles local initiative and, that policies are adopted which foster team-building and professionalism within the schools.

The Commission could easily have spent all its allotted time examining issues related to governance, organization and administration of Ohio's schools. We believe that, ideally, any system should be structured to support the desired results. This is, however, a task we must leave to others, both because of time constraints and because the topic deserves thoughtful study. Furthermore, we note that it is only very recently that scholars have begun to turn their attention to the question of organizing a state system of public education that is consistent with what is now known about effective schooling.

Summary and Recommendations

In all of its recommendations, the Commission was aided importantly by the excellent work already done by a number of national foundations, scholars and organizations and by the work already done by the legislature and the State School Board. There is a critical need for such work on the subject of school organization and governance.

We, therefore, make the following recommendations.

8.1 The Governor, through the National Governors' Association, should encourage a major foundation or business organization to undertake the development of a thorough policy statement on the organization and governance of public schools. Such a group would draw upon the best available knowledge and thinking about trends and balances in school governance and would recommend approaches for consideration by the states.

8.2 Once this basic work has been done, the Governor and the General Assembly should appoint an Ohio Commission on governance and organization of public schools to tailor an Ohio-specific plan designed to create an efficient, performance-based system that will carry Ohio well into the 21st century. This panel would examine, among other things:

- The appropriate relationship between financial responsibility, governing responsibility, taxing authority and responsibility for student learning. (e.g., the division of funding responsibility between state and local authorities and between local schools and municipal governments);
- The appropriate division of responsibility between local school boards and school superintendents;
- The best mechanisms for the State Department of Education to provide technical assistance to the local school districts;
- The number and classification of local school districts;
- The proper balance between lay control and professional judgment at all levels from the State to the individual school, including the encouragement of school site management;
- A regulatory plan sufficient to accommodate a diverse population;
- The best method of selecting school board members (i.e., appointive vs. elective); and
- Whether there should be a single state governing body for public schools and public colleges and universities.

Pending this wholesale examination, however, we believe (based on experience already obtained either within Ohio or in other states) that certain immediate changes would improve the existing governance system.

We make the following recommendations.

8.3 The State Board of Education should encourage experimentation by publicly offering to waive its curricular and other requirements if a school or school district submits a sound plan for an alternative approach. For example, an intermediate school in which a high proportion of 7th graders is failing might seek a waiver of subject matter requirement so as to provide concentrated instruction in reading and mathematics.

8.4 In recognition of the need for the local school

board to be able to hold the school superintendent fully responsible for the results of the public schools in the district, the General Assembly should eliminate the option of having the treasurer and business manager report directly to the board and instead require that they report to the superintendent.

8.5 In order to strengthen the local school board's policymaking role, the State should provide financial support and technical assistance for training of and planning by board members. The State should also support with funding the required performance-based evaluations of superintendents by their school boards.

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Footnotes

Page 21-24, by Dr. Sherry Lahr

With the financial plight of many of the 615 school districts across the State of Ohio, it is imperative that programs already in place be adequately funded before new initiatives are funded. Since 400 of these districts are already on the guarantee, basic aid per pupil must be substantially increased - increased to at least the $2600 level for FY89.

Further, the 1/3 of the 1% income tax which is proposed to be returned to each district on a per pupil basis should continue each year, permitting some inflationary growth. I agree with the Shoemaker Commission in the recommendation that the income tax increase should be enacted by the 118th General Assembly.

Page 23, by Linda Dixon

Recommendation 5.4 is not clear in its meaning. The "increases normally required each year to meet the general inflation increases" have never been realized. As a result in 1987-88 we had 373 out of 615 districts on a hold harmless provision.

What recommendation 5.6 fails to say in clear terms is how the one-third of the 1 percent would be distributed among the districts. It could even mean a reduction in state aid for some districts, leaving those districts in a position to return to the voters again to raise property tax to maintain their present level of education.

What we must avoid is sacrificing districts that seem to be in good standing for the benefit of those that are not. If we are not careful, we will bring down the quality of those districts that are truly doing a model job, while attempting to raise those which are not. The result will be mediocrity for all.

Page 23, by Marilyn Cross

While the Ohio Education Association is in general agreement with the recommendations of the report of the Education 2000 Commission, there are two recommendations within the section titled Funding Our Schools with which we strongly disagree. These recommendations seem to oppose one of the three objectives the Commission agreed must be established for financing Ohio's schools:

The basic "foundation level" of our per pupil revenues must be restored to the level which was carefully evaluated and calculated to be adequate to insure the capacity to accomplish the basic educational mandate in each district. . .

This "foundation level" is meant to provide the poorest districts with proportionately more help from the State to enable them to provide a program more comparable to more wealthy districts. We are in agreement with this concept.

However, recommendation 5.4 in this same section does not provide this equalizing, instead it proposes to increase funding to all districts equally by $150 per pupil, thus giving more wealthy districts as much as poorer districts. We do not agree with this and would suggest this language in 5.4 instead:

"The State should provide a one-time increase in this "foundation level" of $150 per pupil over and above the increases normally required each year to meet general inflation increases."

Also, recommendation 5.6 discusses using one-third of the proposed one percent increase in the State income tax to fund the $150 per pupil return to each district. We believe that recommendation 5.6 should instead say:

"The State income tax rate should be increased by one percent to fund the new programs recommended herein. This increase would initially generate new annual revenues of about $700 million dollars, of which one-third should be used to add $150 per pupil to the "foundation level" and the remaining two-thirds should be used to support the new programs. The funds for the new programs should be sequestered in an "Educational Excellence Trust Fund" which could only be used for these purposes. This fund should be overseen by an independent commission. In our judgment, it is imperative that safeguards be established to ensure that this new revenue cannot be used simply to replace expenditures that the State should have made from regular revenue sources."

We believe that to recommend flat grants on a per pupil basis from the State to local school districts is diametrically opposed to the stated goal of reducing inequity in funding. All flat grant distributions of educational aid are deficient in two ways:

1) They have no relationship to educational need. Equity requires that a different amount of educational resources needs to be spent on each student in order to provide them the same educational opportunity. A disadvantaged pupil needs more resources to have the same chance to realize his/her educational potential and;

2) Flat distributions of aid also increase resource inequities. School districts that are considered poor in terms of local wealth and ability to pay for education would have to receive greater aid for each of their pupils in order for the State to meet its constitutional responsibility to equalize educational opportunities. It is fundamental to equalization for the poor districts to receive more aid and rich districts to receive less aid.

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